

Message Text

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INFO AMEMBASSY BELGRADE

AMEMBASSY BERLIN

USMISSION BERLIN

AMEMBASSY BONN

AMEMBASSY BUCHAREST

AMEMBASSY BUDAPEST

CINCEUR

USMISSION GENEVA

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USMISSION NATO

AMEMBASSY PARIS

AMEMBASSY PRAGUE

AMEMBASSY ROME

AMEMBASSY SOFIA

USDEL MBFR VIENNA

AMEMBASSY WARSAW

C O N F I D E N T I A L MOSCOW 18425

E.O. 11652 XGDS-1

TAGS: PFOR, CSCE, UR

SUBJECT: SOVIET VIEWS ON CSCE IMPLEMENTATION

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1. SUMMARY - RECENT REMARKS ON CSCE IMPLEMENTATION BY SENIOR MFA WORKING-LEVEL OFFICIALS REPORTED BY FRG AND UK REPS HERE SUGGEST EMERGENCE OF COHERENT SOVIET LINE DESIGNED TO AVOID WESTERN CHARGES OF NON-COMPLIANCE BY CHANGING SOME SOVIET LAWS AND

ENGAGING WESTERN COUNTRIES IN NEGOTIATIONS ON PRACTICAL IMPROVEMENTS. DEPUTY FOMIN KOVALEV'S PRESENTATION TO STATE SECRETARY BOELLING DECEMBER 23 BEARS FAMILY RESEMBLANCE TO KORNIYENKO'S NOVEMBER 12 RESPONSE TO OUR CSCE DEMARCHE, AND PRESS DEPARTMENT CHIEF SOFINSKIY TOLD BRITISH SAME DAY THAT NEW SOVIET LEGISLATION TO ENSURE COMPLIANCE WOULD BE ANNOUNCED AT TIME OF PARTY CONGRESS. END SUMMARY.

2. AT QUADRIPARTITE MEETING DECEMBER 24, FRG AMBASSADOR SAHM AND UK DCM SUTHERLAND (PROTECT BOTH) REPORTED ON RECENT CONVERSATIONS WITH SENIOR WORKING-LEVEL SOVIET MFA OFFICIALS WHICH MAY THROW SOME LIGHT ON SOVIET ATTITUDES ON CSCE IMPLEMENTATION AS THEY ARE EMERGING FROM INTENSIVE INTRA-BLOC CONSULTATIONS WHICH CULMINATED IN EE FONMINS' MEETING HERE DECEMBER 15-16.

3. IN DECEMBER 23 MEETING WITH FRG STATE SECRETARY FOR PRESS AND INFORMATION BOELLING, DEPUTY FOREIGN MINISTER (AND CHIEF CSCE NEGOTIATOR) KOVALEV SPOKE ONLY OF CSCE, AND MADE IT CLEAR HE WANTED HIS VIEWS PASSED ON TO CHANCELLOR SCHMIDT.

4. ON CBM'S KOVALEV AFFIRMED THAT SOVIET UNION HAS HAD NO MANEUVERS WHICH FALL UNDER FINAL ACT CRITERIA FOR NOTIFICATION, AND DOES NOT BELIEVE IT PROPER TO REARRANGE ITS MANEUVERS SIMPLY IN ORDER TO ANNOUNCE THEM. IF MANEUVERS MEETING THE CRITERIA TAKE PLACE, THEY WILL BE ANNOUNCED.

5. ON BASKET II, KOVALEV COMPLAINED THAT QUESTIONS OF TRADE, ENVIRONMENT, SCIENTIFIC COOPERATION AND THE LIKE ARE "PUT IN THE SHADOW" IN THE WEST. DISCRIMINATION MUST BE DONE AWAY WITH, BUT NOW "NEW LISTS" ARE NOW BEING PREPARED IN THE WEST WHICH COULD ACTUALLY DISTURB TRADE. IMPORTANT RESULTS COULD BE ACHIEVED ON THE BASIS OF THE FINAL ACT, BUT THERE IS NO EVIDENCE YET THAT THE WEST IS WILLING.

6. ON BASKET III, KOVALEV SAID THE SOVIET UNION INTENDS TO
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IMPLEMENT THE FINAL ACT IN ITS ENTIRETY AND WITH NO EXCEPTIONS, INCLUDING BASKET III; IT ALSO EXPECTS FULL IMPLEMENTATION FROM ITS PARTNERS. WHILE THE SECURITY QUESTIONS DEALT WITH BY THE CONFERENCE ARE THE MOST IMPORTANT -- HE HIGHLIGHTED NON-INTERFERENCE AND SOVEREIGNTY -- HUMANITARIAN QUESTIONS ARE ALSO IMPORTANT.

7. KOVALEV REFERRED TO FOUR SPECIFIC CATEGORIES IN BASKET III.

MULTIPLE ENTRY/EXIST VISAS FOR JOURNALISTS HAD ALREADY BEEN DEALT WITH, HE SAID. IMPROVEMENT OF WORKING CONDITIONS FOR JOURNALISTS WILL BE REALIZED STEP BY STEP, " AND THE EMBASSY WILL BE ABLE TO REPORT PROGRESS SOON." MOVEMENT OF FOREIGN JOURNALISTS WITHIN HOST COUNTRIES WILL SOON BE WIDENED. COMMITMENTS ON FAMILY REUNIFICATION WILL BE EXECUTED, WITH FEES TO BE REDUCED BY ONE QUARTER.

8. CONVERSELY, KOVALEV SAID, THE SOVIET UNION HAD SOME DESIDERATA VIS-A-VIS THE FRG: VISAS SHOULD BE ISSUED FASTER; STUDY OF THE RUSSIAN LANGUAGE IN THE FRG SHOULD BE INCREASED; AND THE SOVIETS OBJECTED TO THE INSISTENCE OF THE FRG AUTHORITIES THAT SOVIETS WHO LEAVE THE SOVIET UNION MUST GIVE UP THEIR SOVIET CITIZENSHIP.

9. IN CONCLUSION, KOVALEV REITERATED THAT THE SOVIET UNION WILL DO EVERYTHING INCUMBENT ON IT AS A RESULT OF THE FINAL ACT, AND EXPECTED OTHERS TO DO THE SAME, SO THAT THE "BALANCE" ACHIEVED AMONG THE PROVISIONS OF THE FINAL ACT, AND WITHIN EACH SECTION, NOT BE ENDANGERED.

10. IN CONNECTION WITH FRENCH AMBASSADOR VIMONT'S REPORT ON VISIT TO PARIS BY DEPUTY FONMIN ZEMSKOV, DURING WHICH LATTER HAD SAID VERY LITTLE ABOUT CSCE (A MAJOR AREA OF HIS RESPONSIBILITY WHILE KOVALEV WAS IN GENEVA), SAHM OPINED THAT KOVALEV HAD NOW TAKEN OVER PRIMARY MFA RESPONSIBILITY FOR CSCE.

11. SUTHERLAND REPORTED THAT HE HAD EXCHANGED NOTES ON MULTIPLE ENTRY/EXIT VISAS FOR UK AND SOVIET JOURNALISTS WITH MFA PRESS DEPARTMENT CHIEF SOFINSKIY DECEMBER 23. UK HAD ALSO ASKED THAT NOTE EXTEND BENEFITS TO UK JOURNALISTS IN NON-UK EMPLOY, BUT SOVIETS HAD REFUSED AND GIVEN ORAL ASSURANCES INSTEAD: HE QUOTED SOFINSKIY TO EFFECT THAT "THERE WILL BE NO DIFFICULTIES FOR
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JOURNALISTS EMPLOYED BY AGENCIES OF COUNTRIES WHICH HAVE SIGNED THE FINAL ACT AND ALSO EXCHANGED NOTES." THE UK HAD PRESENTED A LIST OF REQUESTS CONCERNING WORKING CONDITIONS FOR JOURNALISTS, AND SOFINSKIY HAD SAID HE WOULD BE PREPARED TO DISCUSS IT, BUT COULD GIVE NOT REPLY AS YET.

12. ON BASKET III IN GENERAL, SOFINSKIY CONFIRMED PREVIOUS REPORT THAT SOVIETS WILL ENACT NEW LEGISLATION TO BRING THEIR LAWS INTO COMPLIANCE, AND SPECIFIED THAT IT WILL BE ANNOUNCED AT THE TIME OF THE PARTY CONGRESS.

13. COMMENT - ALTHOUGH IT IS NATURALLY TAILORED TO THE SPECIFICS OF THE SOVIET-FRG RELATIONSHIP, KOVALEV'S PRESENTATION TO BOELLING BEARS A FAMILY RESEMBLANCE TO KORNIYENKO'S NOVEMBER 12 REPLY TO OUR OCTOBER 14 DEMARCHE. IT SUGGESTS THE SOVIETS HAVE NOW

HAMMERED OUT A SATISFACTORY GENERAL LINE OF CSCE IMPLEMENTATION, HAVE DONE THEIR HOMEWORK ON THE DETAILS, AND ARE READY TO MOVE. SOFINSKIY'S REMARKS TEND TO CONFIRM THEY ARE WILLING TO MAKE SOME CHANGES IN DOMESTIC LAW IN ORDER TO ENTER THEIR PARTY CONGRESS WITH THE CLAIM OF COMPLIANCE "ON EVERYTHING THAT DEPENDS ON THEM". THEY OBVIOUSLY HAVE NO DESIRE TO PRESENT A BIGGER TARGET TO WESTERN CSCE BACKLASH THAN THEIR OWN "LAWS AND PRACTICES" REQUIRE, AND APPEAR TO BE PREPARED TO WHITTLE THE TARGET DOWN IF THE COST IS SMALL ENOUGH.
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